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ABSTRACT

This study documents the dissatisfactions with current certification and teacher preparation practices and examines some of the emerging alternatives. Under the category of "decentralization of the certification process," the author briefly discusses teacher advisory councils, the approved program approach, professional practices commissions, and certification review committees. New approaches discussed include performance-based certification, differentiated staffing, teacher education centers, and interstate reciprocity agreements. Reference is made to specific programs in each section. The concluding chapter briefly outlines trends in the relationship between state education agencies, teacher education institutions, and the teaching profession. These conclusions are based on the results of a survey instrument mailed to participants of the Training Session for Leaders in Teacher Education and Certification held in Miami Beach, Florida, May 19-22, 1970. (A copy of the survey instrument and distribution of responses is included in an appendix.) (RT)

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PLANNING AND EFFECTING IMPROVEMENTS IN THE PREPARATION AND CERTIFICATION OF EDUCATORS

Emerging State Relationships and Procedures

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INTRODUCTION

The purpose of this study is to document the dissatisfactions with current certification and teacher preparation practices, to examine some of the emerging alternatives which are appearing in areas throughout the country under the auspices of state education agencies, institutions of higher learning, professional associations, and other related agencies, and finally to develop from these data some implications for emerging relationships and procedures.

Statistical data for the study was gathered from the participants of the Training Session for Leaders in Teacher Education and Certification held in Miami Beach, Florida, May 19-22, 1970, that involved leaders concerned with the areas of teacher education and certification in state education agencies, institutions of higher learning, professional organizations, and the U. S. Office of Education. At the close of the conference, participants (who were organized into teams) were asked to prepare summaries in terms of "Where We Are;" "Where We Are Going;" "How We Get There;" "What Forces are Helping;" and "What Forces Need to be Overcome."

In addition, each participant in the conference was asked to list two or three specific ways in which he felt that working relationships between teacher-training institutions and state education agencies could be improved with respect to preparing teachers for certification. A compilation of these remarks was made, and an inquiry form including 25 statements was designed by the investigator to include each area of concern or any suggestions for improvement or change identified by the participants' comments. A total of 146 instruments were mailed; 97 instruments had been returned at the time the tabulation was made.

Because the responses seem representative of views of a broad spectrum of those involved in decision making and policy settings in these two areas, the writer has used an analysis of the summaries, instrument inquiries and additional remarks, plus a thorough study of the related literature and interviews with recognized practitioners and authorities as a basis for drawing conclusions regarding existing conditions in teacher education and certification in the United States and the emerging trends and relationships.

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Section One

PRACTICES AND PROBLEMS IN TEACHER PREPARATION AND CERTIFICATION

George W. Denemark, Dean of the College of Education of the University of Kentucky, has stated:

> The quality and character of our elementary and secondary schools are dependent largely upon the quality and character of the teachers who staff them. The teachers, in turn, strongly reflect the strengths and shortcomings of the colleges that recruit them and provide initial preparation, the school systems that employ them and continue their training, and the professional organizations that supplement such formal training through a broad range of activities.[1*]

If the schools must change to meet the challenges of our times, it should be obvious that the education and certification of teachers must change as well.

Certification, the process of legal sanctioning, authorizing the holder of a credential to perform certain services in the public schools of a state, has historically been accepted as a vehicle for establishing and maintaining standards for the preparation and employment of persons who teach or render certain non-teaching services in the schools. The provision for public education is regarded as a responsibility of state governments. Today, with a few minor exceptions, the administration of certification requirements for educators is typically a responsibility of the state educational agency, under the general administration of the chief state school officer, subject to the rules established by the state board of education and the state legislature.[2]

Certification practices and requirements in individual states have evolved independently as each state has endeavored through the years to solve its immediate and unique problems, with little interchange of ideas or mutual influence until recent years. <u>The national pattern is accordingly, one of great diversity</u>. Significant, however, is the almost universal standard of course prescription by the states, designed in terms of units of study. This approach is currently being met with challenges throughout the nation in terms of its rigidity, inadequacy and irrelevance to the <u>quality</u> of teaching skills.

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*Footnote references are listed at the end of this report.

Critics of certification and preparation practices are almost as numerous as the types of credentials available throughout the nation. In organizing the material for this study, a number of somewhat general but selectively representative dissatisfactions with current practices have been grouped according to the broad areas to which they relate. These criticisms are followed by an analysis of the emerging developments which may relate, directly or indirectly, to the solution of these problems. This is not to imply that for each shortcoming in the preparation and certification practices in a given state a solution has been found. Indeed, the new state-wide plans for teacher certification in Washington or Pennsylvania may serve no immediate, useful purpose for the practitioner in Mississippi, and admittedly there remain many questions regarding certification which to date remain to be answered.

However, by examining the deficiencies on the one hand and the new developments and emerging relationships throughout the country which are being sought to meet these needs on the other, it may be possible to observe the emergence of certain definite relationships and trends in the philosophy and procedures of preparation and certification. Certainly similar questions are being asked in differing geographic regions throughout the nation by the organizational managers, state education employees, university personnel, and the rank and file members of the teaching profession through their organizational representatives and individually. It is hoped that by examining significant new departures from the established systems throughout the nation, others who are dissatisfied with their present operations will be encouraged to approach these areas of concern with new perspectives.

Some advocates of change in the teacher certification process believe that these changes must begin within the preparing institutions. They argue:

- that teacher education provides an inadequate interlacing of theoretical and practical study.
- that there is too little relationship between pre-service preparation and in-service practice.
- that the teaching profession has been hampered by low selection and retention standards for teacher candidates.
- that teacher education and certification programs are designed almost exclusively for the self-contained classroom.

- that the orientation in teacher education and certification is largely middle-class American.

- and, that too little attention is paid to developing teacher sophistication and attitude in materials, media, and technology.

Still other critics see the problem as an organizational or structural one, a stepchild of the bureaucratic process. They complain:

- that the rigidity of state requirements discourages flexibility and creativity in teacher preparation programs.

- that there should be a simplification of standards, including a reduction in the number of basic licenses and clarification of categories of professional personnel to be licensed.

- that course requirements and rigid programs eliminate the possibility of certification through routes other than teacher training programs.

- that provisions for professional growth should be built into the certification procedures.

- that the wide diversity in certification requirements among the 52 certifying units in the United States creates serious problems in the mobility of teachers.

An increasing number of educators would argue that the basic error in teacher education and certification is a philosophical one, and that its only salvation is to proceed in the future from an altogether different and more viable base. They contend:

- that the basic problem in certification is that it has been related to <u>input</u>, to teacher preparation. It has not been concerned with <u>output</u>, or the ability to bring about learning.

- that the major problem with using curriculum as a basis for certification is that it doesn't tell you <u>how</u> a teacher works with children, <u>where</u> the certified beginner is going to work, or <u>what</u> differentiated function he will fulfill.

- that teacher education and teacher certification must be regarded as inseparable.

Almost all critics would agree:

- that the profession itself has little or no responsibility for the certification of teacher competence, and
- that the profession must be given a larger role of responsibility in its own governance in the future.

These complaints are by no means all that are abroad in the land, and may appear to be an over-simplification of the problem. They do represent the genuine concern of those educators within the profession who have set about the tasks of analyzing and redesigning the existing structures, and are included here only as representative samplings of reactions and directions from which the repairs are being made.

* * * *

Section Two

NEW DEVELOPMENTS AND TRENDS IN TEACHER EVALUATION AND CERTIFICATION

Laurence D. Haskew, in a report to the 1960 National Committee for Teacher Education and Professional Standards (NCTEPS) San Diego Conference on Certification, said that, "Certification is here to stay, chiefly because it has earned its right to stay by performance that is no less than phenomenal."[3] While subscribing in general to this observation, many educators harbor specific reservations. An increasing number of educators believe that certification must do more than assure "minimum" standards, that indeed it can become an instrument to encourage high quality instruction and performance in today's schools.

Resourceful educators in several states are devising new inter-agency strategies and methods of operation to seek to meet these goals. These include attempts to: (1) decentralize the process; (2) develop new approaches; and (3) modify existing teacher education programs.

DECENTRALIZATION OF THE CERTIFICATION PROCESS

One of the relatively new developments in state certification procedures is the effort to decentralize to some degree the process, by placing greater responsibility in the profession and in approved teacher education institutions. Such efforts as the creation of teacher advisory councils, the approved-program approach which allows for more flexibility and creativity in teacher preparation institutions, and the professional practices acts in several states have, at least in theory, been instrumental in re-apportioning the responsibility for certification.

It has been generally agreed that whoever determines certification requirements controls the program of preparation. Ways must be found, therefore, to allow representative groups from different areas, particularly local staffs, to make inputs into the development of certification requirements in order that preparation programs actually meet the needs encountered in the field.

Teacher Advisory Councils, Committees and Commissions

Advisory councils for teacher certification began to be established about 1933. By 1970 all states reported some form of advisory board on teacher education and certification, variously identified as councils, committees or commissions. In 14 states these bodies were created by law, (Alaska, California, Connecticut, Florida, Illinois, Indiana, Kansas, Kentucky, New Hampshire, New Jersey, Oklahoma, Oregon, Tennessee and Texas); in others the councils are extralegal, having been appointed by the state boards of education and the constituency appointed or nominated by the chief state school officers.

Four states, (California, Illinois, Kansas and Kentucky), reported two advisory bodies, one voluntary and one created by law. In several states a professional practices commission or professional standards board serves in an advisory capacity without specific authorization by law.[4] The membership in each of these bodies is generally intended to represent the major segments of the teaching profession, and the philosophy behind this movement has been to democratize the process of establishing and enforcing state requirements by involving a broader representation of the profession. The effectiveness of the groups has varied from state to state. In general, however, it seems to be generally agreed that the mechanism itself has brought

forth a closer working relationship between the state education agency, the institutions, and the practicing personnel in the schools. The primary focus on such groups, however, still remains on the state education agency and its responsibilities. Viewed alone, the advisory councils, in general, merely advise, and the locus of authority remains with the state education agency.

Approved Program Approach

As the need to go beyond the mere suggestion of guidelines has become apparent, an increasing number of states have begun to adopt the "approved program" concept. In theory, this approach is the process in which the proposed programs in a given institution for the preparation of teachers are submitted to the state certification authorities for approval. When once the programs are approved, graduates are somewhat automatically certified, upon recommendation of the preparing institution, (in addition to the National Council for the Accreditation of Teacher Education in some cases).

Program approval is believed to be an improvement over transcript analysis because it is organic rather than mechanical in its approach to certification. While transcript analysis merely assesses quantity, program approval, in intent at least, determines the quality of the total program that leads to a particular teaching certificate, including student personnel, general education, professional education, specialized education and student teaching. Each of these programs is explored in depth as it relates to objectives, organization and administration, faculty, curriculum resources and student achievement.

Once the state board of education has endorsed a teacher training institution as competent, it would seem to make a great deal of practical and theoretical sense for the board to shift responsibility for certification from itself to that institution. Reactions to this position vary, however, (See Appendix, "Inquiry of Identified Concerns, Training Session for Leaders in Teacher Education and Certification," Item 13).

Such a system would have the possible advantages of: (1) admitting that two semester hours of audio-visual aids and/or other currently specified unit courses may not be crucial or even relevant to the training of all teachers; (2) placing the responsibility for developing rational criteria for teacher certification in the most appropriate hands; (3) mitigating the possibility of rejecting a potentially outstanding teacher due to his lack of "required" courses in the credentialing ledger,

and (4) giving the competent institutions an incentive to develop exciting and intellectually potent teacher-training material which would hopefully attract competent people into the teaching profession.[5]

Ideally then, the approved program approach would allow institutions to experiment and develop creative programs of teacher preparation and encourage innovation in teacher education within the framework of generally agreed upon goals. This is in fact the case in many states which have recently adopted or revised their certification standards in the direction of the approved program approach (Massachusetts, Florida, Pennsylvania, New Hampshire, North Carolina, Oregon, Nebraska, Iowa, and others). Inherent in the adoption of this approved program approach is the necessity and in fact commitment to a closer relationship between the state education agencies and the training institutions, a practice recommended in the 1968 U. S. Office of Education document, "Proposed Standards for Approval of Teacher Education."

The strength of this approach lies in its potential to bring together the best talents within a broader spectrum of the profession. At the present time 36 states report <u>extensive</u> use of the approved program approach to certification, and in fact it has become the vehicle whereby forward-looking states have found the freedom to move in many promising new directions.

The program has been judged "successful" and defensible in states where it has involved more than merely

> wading through the catalog and decreeing approval in absentia; where it has been something that people have become involved in; where there is visitation to the college; where there is examination by school practitioners, college professors, and others of the facilities, the library, the faculty, and the program of the institution in question.[6]

The significance of state approval as an index to quality, however, varies widely from state to state. In states where the SEA continues to exercise exclusive control over a rigid group of requirements, program approval may indicate a mere transference of the "paper work" of certification to the participating institutions. At the other extreme, blanket approval of preparation programs without adequate initial quality control and renewal may in fact encourage mediocrity and irresponsibility within the teacher training institutions. Thus, the success of the approved program approach depends upon a multitude of contributing factors. As a tool, it has great potential for allowing constructive change to take place. Only one familiar

with the practices in a given state would be qualified to judge how well it was accomplishing these goals.

Professional Practices Commissions

The most recent trend in the decentralization and democratization of certification procedures has been the passage of professional practices acts which have created professional practices commissions or professional standards boards made up of a wide representation from the major segments of the teaching profession. In 1962 only one state, Kentucky, had a Professional Practices Commission. In the period between 1965 and 1970 an additional fifteen states had added Commissions, and there are currently 10 other states with commissions pending. However, as of this writing only three of the existing commissions, Florida, Oregon, and Nebraska, are fully staffed.

The functions of these commissions and boards are to develop and enforce standards of performance and ethical practice, as well as to serve as advisory groups in the application of certification standards in certain cases.[7]

Two units of the National Education Association (NEA) -- the Teacher Education for Professional Standards (TEPS) and the Professional Rights and Responsibilities Commissions (PR&R) -- have developed suggested criteria for the legal establishment of professional practices commissions and professional standards boards and the suggested responsibilities of each as a means by which the teaching profession may assure adequate responsibility and accountability for the competent performance and ethical behavior of its members.

The design advocated by the TEPS and PR&R Commissions would be to establish two categories for the regulation of standards of the profession: standards of preparation and standards of practice. The former is seen as being within the purview of professional standards boards, while the latter function relates to professional practices commissions. The documents to which these descriptions allude define a professional practices act as "a legislative action identifying the responsibility for the establishment and application of standards of practice for all members of the teaching profession who hold authorization to teach by state license." A professional practices commission is defined as: "A legally recognized group composed of individual representatives of the teaching profession who are authorized to deal with standards and practices of ethics, competence, and academic freedom where protective or disciplinary action may be needed."[8]

A professional standards board is defined by the Joint Committee on Professional Standards Boards as "a non-political, legally recognized agency assigned responsibility for (a) developing requirements and policies governing accreditation of teacher education institutions, issuance and revocation of licenses, and assignment of personnel; and (b) conducting studies to improve standards of licensure, accreditation, and assignment."9

As legally constituted bodies, these commissions and boards serve as juries of peers in teaching to bring the weight and judgment of the organized profession to bear on providing competent practitioners and practices under professional working conditions. In almost every case the professional practices commission was initiated by the professional associations within the state, representing, in a loose spirit, a movement toward self-governance of the membership within the profession. Broadly interpreted, the implication is that the public would retain the responsibility for the quantity of education, and the profession would accept more of the moral responsibility for the quality of education.

In the several states that have practice setting bodies, these commissions hold varying degrees of power, including legislative (set rules), judiciary (hold hearings), and/or executive (assign responsibilities). In some states these powers are very limited, and the commissions may have only the ability to call upon other arms of the government for direct action. In other states, such as Florida, all of these powers are vested at least to some degree in the Professional Practices Commission, and the body becomes in essence the professional regulatory agency for the public school profession.

One drawback to the efficient functioning of these bodies has been the fact that in all but three states there was already in existence a functioning advisory board of some sort (two of the eleven created by law being professional practices commissions), and the integration and coordination of these bodies has posed some problems in the states where they have been established.10

The NEA National Commission on Teacher Education and Professional Standards (TEPS) and Professional Rights and Responsibilities (PR&R) are currently conducting a joint project to develop model legislation on practices and standards to guide state education associations and their affiliated groups in seeking the action of state legislatures. At present it has not been determined whether such legislation should empower one agency to perform the functions of both a standards board and a practices commission such as the one in Oregon, or

whether two agencies should be established as recommended originally by the NCTEPS. Each state will no doubt approach the question somewhat differently depending upon the existing structures and conditions within its own state.

In general, however, the several state professional acts currently in effect: (1) recognize that teaching is a profession and therefore should have the responsibility of assuring competent and ethical practice and be held accountable for the conduct and ethical practice of its members, and (2) create a commission varying in membership from 12 to 42, broadly representative of the profession, with the majority of members being classroom teachers.[11]

The effective organization and support of Professional Practices Commissions provides exciting implications for new working relationships among the state education agencies, the training institutions, and the profession. Not only could these bodies become effective mechanisms for enforcing high professional standards when a teacher becomes employed, relieving to a great degree the regulatory responsibilities of the state education agency, but also a movement is now being seriously considered to shift the responsibility for reviewing questionable teaching certificate applications (e.g., out of state applications, candidates who have had field experience but lack formal training, etc.) to these boards for screening and/or approval. The ramifications of these ideas and directions hold many implications for new, dynamic relationships between the professionals and the institutions of the future.

Certification Review Committees

Sixteen states (Connecticut, Georgia, Hawaii, Indiana, Kentucky, Maine, Maryland, Michigan, Nebraska, New Hampshire, New Jersey, Oklahoma, Oregon, Pennsylvania, South Dakota and Utah), have established independent review or appeals committees in an effort to democratize the processing of applications of candidates whose official records may show some deviations from the precise prescriptions of a given state but who may have other qualifications that deserve consideration - related experience, related content and professional courses, or unusual educational background or experiences. This effort aims at providing the same type of flexibility in credentialing that has been suggested for teacher education programs. Some of these review or appeal groups are informal, some are restricted to certification staff, and some are full-fledged committees.[12]

NEW AND EMERGING APPROACHES

A second direction which educators have been taking in recent years is in the development of new procedures for quality assessment and ultimately for quality teaching by examining not only the certification process, but also the pre-service and in-service programs and their interrelationships to each other and to the certification and renewal program as a whole.

Performance-Based Criteria for Teacher Certification

Alvin P. Lierheimer, Assistant Commissioner for Higher Education, New York State Department of Education, has suggested that what we really need to know about a teacher at the point of certification or licensure is: "Does this person have the understanding of the situation and the ability to diagnose the problem? Does he have in his kit the right kind of techniques to view, evaluate, feed back and alter his behavior accordingly?"[13]

Throughout the nation there is an increasingly strong conviction that teacher preparation programs and certification should try to determine the person's ability to perform rather than to state the prescribed experiences he has had or behaviors he should have. As Edelfelt said, "Everybody would like to say, 'We will assess our educators, our teachers, on the basis of performance criteria in granting certification.' But on what criteria, established by whom, and how applied?"[14] These difficult questions, and in fact the basic concept of performance criteria for teachers, are being dealt with by groups of educators throughout the nation with varying degrees of frustration and success.

What is It? The state of Florida has been one of the forerunners in the study and application of performance-based criteria and has in fact provided some guidelines for other states that have most recently begun to explore this revolutionary approach.[15] For this reason much of the material concerning this area of study will be abstracted directly from an unpublished paper, "Performance-Based Teacher Certification: What Is It and Why Do We Need It?" by Fred Daniel, Associate for Planning and Coordination for the Florida State Department of Education.[16]

Dr. Daniel writes that it is much easier to defend the need for performance-based teacher certification than it is to provide a precise definition of the concept. He suggests that in

trying to define the concept it may be useful to consider its two parts - "performance-based" and "teacher certification" - separately. Teacher certification is, of course, the process by which a state or other governmental unit identifies those persons who are eligible for employment as teachers. (The term teacher is being used broadly here to include counselors, administrators, and any other professional personnel in education for whom certification might be required.) The assumption underlying teacher certification is that it is possible to devise a bureaucratic process which will distinguish those persons who are qualified to perform as teachers from those persons who are probably not so qualified. "Performance-based" suggests that the collection of evidence verifying the candidate's ability to perform as a teacher is a central function in the bureaucratic process of teacher certification. The addition of "performance-based" as a qualifier to "teacher certification" specifies the kind of evidence which is most appropriate for identifying those persons who should be considered qualified to perform as teachers in public schools. Such evidence would relate directly to teaching performance.

Dr. Daniel suggests that no clear dichotomy exists between "performance-based teacher certification" and "non-performance-based teacher certification." Rather, it may be more appropriate to perceive a continuum with demonstrated teaching performance at one end and characteristics which can be identified outside the teaching situation (e.g., intelligence tests scores, personality traits, knowledge of subject matter) at the other. A teacher certification process which might be located at the center of the continuum would rely equally on performance factors and non-performance factors. Teacher certification processes located at either end of the continuum would rely on performance factors exclusively or on non-performance factors exclusively.[17]

The proponents of performance-based teacher certification, including Dr. Daniel, believe that teacher certification practices should move toward the performance-based end of the continuum. There is little agreement, however, as to how far such movements should go and how fast such movements should proceed.

Why Do We Need It? Advocates of performance-based teacher certification programs agree that it is needed simply because it makes sense. Obviously, a demonstrated ability to teach is the best evidence of teaching ability. Since teacher certification is supposed to identify those eligible to be employed as teachers, the teacher certification process should rely heavily upon evidence which verifies the ability of candidates to perform as teachers. In addition, the adoption of performance-based approaches to teacher certification would enhance

the credibility of the certification process, and at the same time strengthen teaching as a profession. If it were possible to describe to the public the skills and knowledge which teaching candidates were required to demonstrate, and if it were also clear that these skills and knowledge are not normally possessed by persons who are not prepared to teach, public confidence in the profession of teaching would certainly swell. This revolution could also be expected to have a salutory effect on the self-image of teachers.[18]

Many educators have been reluctant to endorse changes in teacher certification practices to reflect this critical dimension, however, because of their misgivings about teacher evaulation. Procedures for evaluating teaching performance which could be used reliably and safely in a bureaucratic process of teacher certification simply have not been available. Research studies dealing with teacher effectiveness number in the thousands. Yet, findings with practical applicability or widespread endorsement are few. Professional educators and state officials have therefore had to be content with existing certification practices although they may have felt quite uncomfortable defending them.

The Florida Plan. The following description of the Florida approach to performance-based teacher certification is an example of one state's plan to move toward performance criteria for teachers. The Florida plan has the following characteristics:

1. It is designed to move teacher certification practices gradually but steadily toward the performance-based end of the continuum. Rather than throwing out the old system and putting in a new one, it is a planned evolution of change.

2. The success of the plan will depend upon the success of individuals and institutions within the state in developing and implementing new techniques for training personnel and evaluating their performance. Institutions involved include local school districts, professional organizations, colleges, and universities. Providing assistance to all of these institutions is an integral part of the plan.

3. The starting point for developing evaluation systems and training systems is the identification of specific teaching skills and knowledge judged by professional educators to be relevant. Training procedures for each skill or unit of knowledge are developed separately. Evaluation procedures are coordinated with each training component or module. Thereafter, comprehensive performance-based training and evaluation programs are developed piece by piece,

with traditional components being replaced by performance-based components as the latter become available.[19]

Few changes in state laws or regulations have been necessary in Florida since the state certification regulations already provided for an approved program approach to teacher certification. The State Board of Education Regulations regarding the approval of institutional programs did not prohibit approval of institutional programs which used performance criteria rather than course credits for recommending candidates. Thus, no changes in regulations were needed although some changes in procedures for administering program approval were required. Most recently Florida's Teacher Education Advisory Council, (the official agency for advising the State Board of Education on matters related to teacher education and certification), has recommended that the state regulations be written to encourage rather than simply to permit performance-based approaches to teacher education.

Although policies relating to pre-service teacher education and initial certification required little modification, major changes were necessary in legal guidelines for in-service teacher education. These new developments began with a change in policy which was enacted by the Florida Legislature. Traditionally, the continued professional development of the teacher was the responsibility of the teacher himself. However, since local boards of education were responsible for the quality of education, the legislature placed the responsibility for in-service education with those boards. It was felt that the local boards should provide for the in-service education of teachers in order to maintain the quality of education in a changing society. To implement this policy, the State Board of Education adopted regulations to provide for the approval of in-service teacher education programs to be conducted by local school districts. After completing a self-study and after a visit by an evaluation committee, a local school district may secure approval of its in-service education program. Such approval allows teachers to extend (i.e., renew) their certificates in lieu of additional college work.[20]

To date no regulations have been enacted in Florida allowing or encouraging agencies other than school districts and accredited colleges to conduct teacher education programs, and the teacher education programs conducted by local school districts are currently restricted to the in-service level. Joint programs are encouraged, however, although legal provisions have not yet been enacted to make agencies jointly responsible for the quality of their graduates.

The Florida State Department of Education coordinates plans for designing and disseminating individualized teacher education modules which employ a performance-based approach to training personnel in specific skills or knowledge and which can be adapted into ongoing pre-service and in-service teacher education programs. The State Teacher Education Advisory Council supervises the development of teacher education guidelines. Eventually these guidelines will be available in all teacher education areas and will be used by persons designing teacher education programs and also by persons evaluating those teacher education programs.

The State of Florida has taken the position that performance-based teacher certification cannot be implemented satisfactorily until the needed teacher training technology is available. The State has set out to develop this technology piece by piece, using whatever resources might be available.

Administering Performance-Based Teacher Certification. It would appear that the effective administration of a state-wide performance-based teacher certification system would depend almost entirely upon an effective system for program approval. A performance-based system places the greatest responsibility on the teacher training agency. Thus, the program approval operation must have built-in procedures for accountability on the part of the teacher training institutions. If performance-based teacher certification is to in fact establish and maintain quality standards for education, there must be a way within the system to verify the quality of the performance of the graduates. Initial program approval may be made on the basis of professional judgment regarding the content and procedures employed in the program, but continued approval must be based on the proven performance of the graduates of that institution.[22]

University of Massachusetts Program. Given the freedom to develop revolutionary approaches to teacher preparation, several universities throughout the nation are coming up with dramatic, new plans. One such center is the School of Education at the University of Massachusetts.

Among the innovative ideas being tried is the identification of specific performance criteria based on task analysis as a planning principle in teacher education. These performance criteria, as they have been defined, are essentially behavioral objectives. They state the behavior expected of the teacher, under what conditions the behavior will be performed, and how the behavior will be evaluated. At least two instructional alternatives are provided for each performance criterion, with an emphasis on multiple program alternatives.

Performance criteria and the resultant potentially varied learning experiences have been developed in three broad conceptual areas relating to teaching, content knowledge, behavioral skills, and humanistic skills. These three areas have implications for a hierarchy of areas of competency necessary for superior teaching: 1) mastery of content knowledge produces subject matter competency; 2) mastery of content knowledge plus behavioral skills produces presentation competency; 3) mastery of content knowledge plus behavioral skills plus humanistic skills produces professional decision-making skills.[23] See Figure 1 for further explanation.

Figure 1

Competency	Primary Skills Necessary	Secondary Skills Necessary
1. Subject Matter	Content Knowledge	———
2. Presentation Competency	Behavioral Skills	Content Knowledge
3. Professional Decision-making Competency	Personological Skills	Behavior Skills Content Knowledge

The entire area of performance evaluation unquestionably leads to difficult questions which will have to be answered by both teacher trainers and state education agency personnel including:

- Who is responsible for deciding whether the objectives that the teachers are setting for themselves are important?
- How do processes of inquiry relate to the determination of performance adequacy?
- How do you determine whether the instruction being offered is adequate?

- How does pupil learning relate to the determination of performance criteria?
- If adopted, then what steps should colleges take?
- If adopted, what steps would be required in developing operative performance evaluation programs? (How could the SEA, universities and profession work together to develop these programs?)
- Who determines the definition of "good" teaching as it relates to performance on the job?
- What kind of organization is essential to meet the problems of performance evaluation?[24]

Other Efforts

While it would be inaccurate to identify the acceptance or even the interest in performance-based teacher certification as a national trend in state education agencies throughout the country, it is well to recognize that Florida, California, Texas, New York, Massachusetts, Pennsylvania, New Hampshire, Michigan, Minnesota, and New Jersey, (and possibly others who did not report such recent activities of this nature to the inquirer) have been for some time considering these concepts as bases for alternative approaches to teacher education and certification.

Washington Certification Program. Recent efforts of the state of Washington relating to the development of guidelines for certification based upon performance objectives and behavioral outcomes may well be precedent-setting. Washington's new standards would appear to be unique in at least the following respects:

-They are process-oriented rather than content-oriented;

-They are themselves performance standards for the agencies and agents which must be involved in establishing behavioral criteria and preparation programs for each category of school professional personnel;

-They emphasize and encourage change so that behavioral objectives of preparation are relevant to the changing role and characteristics of education and educational personnel;

-They require that preparation programs be developed in such a manner that an 'open system' is not only supported but is essential to the success of the program; and

-They place evaluation in its proper perspective as an integral part of the feedback process within preparation, which in turn enables trainees to assess where and what kinds of additional learning experiences are needed to develop competencies and behavioral outcomes that have been identified as essential to effective teacher performance.[25]

Implicit in these principles and standards is a new design for pre-service education in the state of Washington.

> This design demands that: (1) prospective teachers have more learning experiences in realistic settings earlier in their preparation programs; (2) teacher education curriculum and experiences be developed systematically and purposefully to allow for individual progress and individual uniqueness in achieving specified behavioral objectives; (3) teacher preparation speak to the differing competencies and requirements asked of teachers by different school and community settings; (4) all preparation experiences provide opportunity for prospective teachers to translate and apply knowledge and theory in realistic situations; (5) teacher education provide learning experiences which assist prospective teachers to develop competencies in human/personal characteristics as well as in subject matter areas and pedagogy; and (6) responsibilities of beginning teachers be different from those of experienced teachers, for preparation will continue during initial years of service.[26]

The new Washington State standards identify three kinds of certificated personnel: teachers (the primary responsibility is instruction); administrators (the primary responsibility is general school administration); and educational staff associates (the primary responsibility is providing specialized support to teachers and administrators - included here are counselors, media personnel, psychologists, etc.).

Since it is assumed that levels of performance of personnel will vary, the new standards also establish four <u>levels of performance within each certificate</u> category: (1) <u>preparatory</u> -- for persons in initial preparation experiences such as laboratory work, internship, student teaching; (2) <u>initial</u> -- for the beginning practitioner; practice will be supplemented and complemented by continuing preparation experiences; (3) <u>continuing</u> -- for the full-fledged professional who has developed and demonstrated a level of performance on all

objectives deemed necessary for effective professional practice; and (4) consultant -- for personnel within a local district who have a responsibility for helping with the preparation of preparatory, initial and continuing level personnel. These personnel have demonstrated competencies appropriate to their role as consultants.[27]

Training Efforts - The Miami Conference. In May of 1970, a Training Session on Performance-Based Teacher Certification was held in Miami Beach, Florida, jointly sponsored by the Bureau of Educational Personnel Development of USOE and the Florida Department of Education. This most recent national conference was aimed at bringing together leaders from all agencies concerned with teacher education and certification - state education agencies, universities, and national professional associations to focus on:

1. The identification of the following key ideas and concepts as they relate to changes in systems for training and certifying teachers:

   a. educational accountability
   b. differentiated roles in teaching and teacher education
   c. developing a taxonomy of teaching skills and knowledge and
   d. participation in decision making.

2. The designing of typical modules or components in performance-based teacher education programs (both pre-service and in-service).

3. The development of a plan of leadership activities that could be carried out by participants to encourage changes in systems for training and certifying teachers.

Many valuable insights and implications were gained as the result of this conference, but perhaps the most significant product of the conference was the preparation of a summary analysis by each team describing "where are we," "where we're going," and "how we're going to get there" in teacher education and certification, with an additional analysis of "what forces are helping," and "what forces must be overcome." The implications of these findings are discussed in detail in the final summary of this report. Suffice it to say here that the Miami conference was a significant beginning in involving diverse agencies in setting up criteria and establishing ground rules that would enable people and institutions to move from talk sessions to action -- the emergence of new relationships and procedures for planning and effecting improvements in the preparation and certification of educators.

Differentiated Staffing

Directly related to the idea of performance criteria is another approach to innovation in teacher education and certification related more specifically to streamlining or reshaping existing structures within the system either in whole (the concept of differentiated staffing), or in part (preservice and in-service programs for teachers).

Differentiated staffing is a concept of organization that seeks to make more efficient and effective use of educational personnel in the school community by assigning teachers and other educators appropriate responsibilities based on carefully prepared definitions of the many educational functions within a school.

The differential assignment of personnel goes beyond the traditional staff allocations based on common subject matter distinctions and grade level arrangements. It seeks to deploy teachers and other staff members in ways which make the most effective use of their experiences and talents in addition to permitting them to share in the professional decision making process of a school.

The concept of a fully differentiated staff involves an analytical breakdown of the tasks and functions necessary to accomplish the goals of the schools, and would provide each member, regardless of years of service, with assignments best suited to his talents and abilities. An educational needs assessment, performance objectives for students, flexible scheduling, compensation for services which would be commensurate with levels of instructional and organizational responsibility, and provisions for self-correction are all characteristics of a differentiated approach to staff utilization.

Differentiated Staffing Models. Fenwick English, former Director of the Temple City, California, Differentiated Staffing Project, has classified the differentiated staffing models, some of which are only in the theoretical stages and some which are actually being tried, into four broad categories -- learning models, teaching models, curricular models and organizational paradigms.[28] In reality all the models being developed eventually touch all four of the major dimensional focal points. The emphasis in each is not the same, however. Those models utilizing the dimensional approach rely heavily upon experiences of the developer in shaping new staffing patterns, as opposed to the process approach which concerns itself with the organizational climate in which inter-relationships are formed and reformed to maintain its environmental equilibrium.

The Extent of Interest. Several states, including Wisconsin, North Carolina, New Jersey, Florida, Pennsylvania, Texas, and Massachusetts appear to be moving toward implementing this concept through changes in state certification regulations. As many as 200 local districts are reported to have some aspects of differentiated staffing.[29]

Perhaps the most dramatic development relating to differentiated staffing was the action by the Florida legislature which passed permissive legislation calling for the study and development of a comprehensive state-wide program of "flexible staff organization." The Florida Department of Education, in cooperation with school districts, colleges and universities, and professional associations is in the second year of this study and will in 1970 begin to implement the first model project in the state in the Sarasota School District.

Possible Impact of the Idea. If widely adopted, differentiated staffing could stimulate the remaking of the education profession, since it raises issues about all phases of teaching and learning. A comprehensive task analysis, if conducted with future needs in mind, is likely to suggest not only the realignment of present personnel but also the development of new jobs. Dramatic changes in teacher education institutions will be required to meet the demands of these new differentiated staffing arrangements which are performance oriented. By abandoning the concept of all teachers as interchangeable parts, more specialized training can be brought about by focusing on specific roles. If beginning teachers, career teachers and auxiliary personnel are to be prepared for many of these specialized roles, they will need the flexibility to move through new experiences in more universities, and state education agencies and practicing teachers will be called upon to work together to define these new roles and to design specific models for their application to meet the needs of individual situations.

One of the most serious criticisms of teacher training programs is that they provide too little and too limited a practicum in teacher education. There is still too much in student teaching of mimicking what someone else is doing. Schools of Education throughout the country are addressing themselves to this charge in a variety of ways, but perhaps the most promising solution to the problem will be in the establishment of a career or training ladder -- as represented by differentiated staffing procedures -- through which a teacher trainee may move with a built-in end toward which he may aspire.

> Through differentiated staffing, it is possible that
>
> a college of education might not be the only route to a teaching career; that a variety of systems, time-tables, and entry points might be provided for teacher preparation; and that many in our population might contribute to, as well as benefit from, the education of the young. We will clearly need to develop new alliances, among community, school, and university in order to develop and train educational personnel who can meet the challenges of such systems in the future.[30]

New Emphases in Pre- And In-Service Programs

A somewhat less dramatic but nonetheless significant trend in teacher education and certification is the effort of schools and state education agencies throughout the country to modify existing programs by reshaping program structures or directions. A few of the unique elements of some of these programs will be summarized here in order to present an overview of some new directions in which existing agencies and responsible groups seem to be moving.

Research and Development Laboratories and Centers. The first of these programs relates to the fifteen regional laboratories, nine university-sponsored research and development centers, and several related agencies that are currently in operation throughout the nation, financed by the Office of Education, for the purpose of speeding up educational improvements. These centers and laboratories are actively concerned with the improvement of teaching and teacher education. The Stanford University center has developed a nationally recognized program which concentrates on research and development in teaching behavior. The center utilizes small group teaching and video-taping to help teachers master a repertoire of teaching skills. It also gives attention to teaching environments in order to make schools more flexible settings for teaching and learning. At the same time it is investigating the changes required in teaching and teaching environments to meet the needs of the poor and otherwise disadvantaged populations.

A second center at the University of Texas directs its research and development to the improvement of teacher education, with emphasis on undergraduate programs for teachers in elementary schools. One of its objectives is to develop a series of instructional models, each dealing with a particular aspect of teaching, which will collectively comprise a comprehensive teacher education program. Another objective is to create and promote the use of new teaching styles.[31]

In the several other centers throughout the country, the primary emphasis is on the continuing or in-service education of teachers either as a primary objective or as a necessary condition for achievement of other objectives.

Teacher Education Centers. The Teacher Education Center Concept has been suggested as a model unifying approach to the study of teacher education and supervision. "Physically, a Teacher Education Center is a cluster of two or three geographically contiguous elementary schools, or one or two junior high schools (or middle schools), and a senior high school. Organizationally, it is a partnership between a school system and one or more preparing institutions, with the possible inclusion of professional associations and the state department of education."[32] The emphasis is on continuous career development, with a coordinated program of pre-service and in-service experiences planned to meet the needs and interests of experienced professionals as well as undergraduate students in such a way that each becomes a student of teaching according to his own particular stage of professional development.

> A coordinator, jointly selected and employed by the school system and the preparing institution, is stationed in the Center schools and is equally and simultaneously a staff member of both the university and the school system, unifying the interests, resources, and ambitions of both institutions, and enhancing the attainment of mutual objectives. A full implementation of the ideas embodied in the Center concept would ultimately establish a new kind of joint sovereignty for teacher education shared by colleges and professional associations. It would mean an integration of the on-campus and off-campus aspects of teacher education programs and the assumption of greater responsibility for the pre-service component of teacher education by the public schools, and for the in-service component by the university.[33]

Plans for Local In-Service Education. Local school districts in several states are being encouraged to develop master plans for in-service teacher education. The final report of the Blue Ribbon Certification Committee to the New Hampshire State Board of Education recommended that responsibility for planning professional growth be placed at a local level. The local level could be either at the school district level, where that level is large enough to provide for an effective program, or at the supervisory union level, where a unit of that size is required for an effective program. Programs could also be planned cooperatively on regional levels. The committee's recommendation was that planning for professional growth be assigned as one of the official and continuing responsibilities of superintendents of schools.

If placing responsibility for professional growth at the local level is to work successfully, the following three ingredients should be present:

a. Leadership and assistance for planning should be provided by the State Department of Education, working in cooperation with institutions of higher learning and professional associations. There should be assistance from the state not only in devising plans, but also by the sponsoring of projects providing a stimulating variety of worthwhile opportunities. Such forums could also be used as a vehicle toward certification for those who do not enter teaching by the regular teaching preparation route and for the re-entry into teaching of former teachers who need updating.

b. Adequate funds must be made available at both the state and local level if progress is to be made. . .

c. ...It is recommended that each supervisory union submit to the State Department of Education a plan outlining what is to be done ...followed by a report of what is actually being done...If such reports are not submitted and implemented by supervisory unions, then the evidence of continuous professional growth required for the renewal of credentials would be lacking and credentials could be withheld by the Certification Director...[34]

The states of Maryland, Florida, New York, and Pennsylvania, as well as others, have had similar operational plans of this sort for some time with the responsibility for in-service delegated away from the SEA and into the hands of more on-the-spot agencies. Other states have shown signs of interest in this direction through the preparation of "mini-courses" and/or locally initiated in-service workshops and experiences.

Regional and Inter-State Projects. Projects, such as the Multi-State Teacher Education Project (MSTEP), have been funded by the USOE in the belief that improvements in teacher education can be made by a constant, across-state-lines sharing of methods, innovations and solutions -- an interstate commerce of ideas. Participating states have used three basic idea-sharing techniques: conferences, consultants, and publications. No organized evaluation has been made of the effects of these particular cooperative

activities, but the real test of the success of these ventures will be evidenced in the years to come by the development and carrying out of the innovations initiated by such projects.

Reductions in Numbers and Categories of Certification

From the literature on certification examined in a recent edition of Educational Research, T. M. Stinnett sees the plea for a reduction of the numbers and categories of teaching certificates as one of the most vigorously advocated suggestions for the improvement of teacher certification.[35] Kinney, too, complains about the "multiplicity and specificity of the classification of positions for which special preparation is required by law."[36]

The state of North Carolina addressed itself to this complaint in its suggestion of new certificate classifications of (1) early childhood education (K-3); (2) intermediate (4-9); (3) secondary (10-12); and (4) special subjects (art, music, etc.). Within each certification classification there would be differentiated staff and certificate levels: (a) teacher intern; (b) provisional teacher; (c) professional teacher; (d) senior professional teacher; and (e) instructional specialists. In addition there would be two classifications for auxiliary personnel: (1) school service aid and (2) instructional assistant or educational technologist.[37]

Other states have studied or adopted similar plans, but it is the opinion of the writer that the current thrust in certification innovation is in the direction of the study of new performance criteria, with a secondary, but certainly related, implication for differentiated staffing (the utilization process of a performance-based program) and ultimately differentiated certificates.

At the same time that some states are streamlining their existing structures, however, it must be reported that there are probably as many other states that are adding additional categories, especially in the area of instructional assistants or aides. And so the problem continues.

NEW ROUTES TO TEACHER CERTIFICATION

A third major trend in education today is in the emergence of alternate routes to certification. In addition to the new programs for teacher preparation which are becoming widespread, a new levity in teacher certification can be found throughout the states. Sixteen states acknowledge alternate procedures for certification by a higher authority appeals or review committee. The state of Vermont, for example, has added an equivalency evaluation by a committee of peers in addition to a six-week Intensive Training Program to its regulations. Provisions for new ideas and approaches to certification are finding their way into more and more accrediting agencies' policies.

Competency Vs. Courses

Roy Edelfelt stated:

> If one believes in the importance of looking at performance criteria, if one believes that a person who can perform a required task for a certain job without taking a course or without going to college ought to be able to qualify for a job if he has the necessary proficiency - and therefore earn certification - then we have a new ballgame.[38]

This approach has been tried nationally by the Modern Language Association which has developed proficiency examinations in the writing, speaking, and reading of foreign languages and in the national cultures.

One educational innovator has in fact suggested that schools should be free to hire as they wish, among others, teachers who possess outstanding talents but who might not fit into any preconceived educational slot, but who might fill the needs of the individual situation or might be worthy of reorganizing the structure to fit their exceptional talents.[39]

This whole concept demands that educators take a new look at the idea of professionalism, at the concept of multiple entries into the profession, and the whole notion of a diversified range of professional and non-professional performance levels for school personnel. The concept undoubtedly has many implications here for new procedures in teacher education that should be examined, developed and/or approved in the years ahead by state education agencies, universities, and other related agencies.

An Open Pattern for Experimentation

The work-study programs, the career-ladder programs, the Teacher Corps programs, the Peace Corps returnee programs, the New Careers programs, and the Career Opportunities Program are just a few of a variety of new planned and controlled programs in teacher education that have implications for new relationships and procedures among the persons responsible for effecting changes in the preparation and certification of educators. Such programs have already brought about modifications in the curriculum of participating schools of education, focusing greater attention upon teaching children of the poor and on urban sociology, and fostering new alliances between poverty area schools, socially concerned interns, and participating universities.

The principles behind the successes (or failures) of these programs can unquestionably be applied in other situations.

Reciprocity

With the national trend of increasing mobility in the population, it is essential that reciprocal agreements exist between the states for the efficient certification of teachers who move from one state to another.

In 1967 only eleven states reported that they were members of some sort of reciprocity compact or agreement. These states formed the Northeast Reciprocity Compact, (the only regional compact which was in use to any extent at that time), which was concerned only with the certification of elementary teachers.

The National Council for the Accreditation of Teacher Education. One of the most important accomplishments of the National Commission on Teacher Education and Professional Standards (NCTEPS) was the creation of the National Council for the Accreditation of Teacher Education (NCATE) in 1952. In 1956, NCATE was approved by the National Commission on Accrediting -- the national agency set up to appraise and approve all professional accrediting agencies.[40]

In states where there was a continuing influx of teachers prepared in other states, it was realized that an agency charged with the responsibility of developing nationally acceptable standards for teacher preparation and the authority for appraising each institution in light of these standards could fill a definite need.

The membership of the NCATE was designed to represent all elements in society most directly concerned with teacher education, and the standards enforced by its agency constitute the judgment and experience of its membership. The nature and quality of the standards affect all parts of the program of preparation. (Criticism of the NCATE in the past has, in fact, been aimed at its failure to realize these goals.)

The evaluations made by NCATE are not concerned with the overall institutional quality. This is left to the regional accrediting agency which is responsible for evaluating the general program of the colleges or universities in the area. NCATE does require regional accreditation as a prerequisite to consideration of an application for accreditation for teacher education.

At present only 470 institutions in the country are accredited by the NCATE which represents less than 40 percent of the total of 1,246 approved teacher training institutions. The activities of the NCATE have continually encountered opposition, and it will undoubtedly be some time before accreditation of preparing institutions by the national agency, or its acceptance as a standard for certification approval in every state, is universal. Although NCATE institutions are preparing about four fifths of the new teachers graduated each year (up from 60% in 1960), still the large number of institutions not accredited by the Council presents a real problem to certification authorities seeking to achieve the free movement of qualified teachers across state lines.

There are several reasons for these restraints, but perhaps basic to the rejection of NCATE by some people and agencies is the suspicion of the American public of any agency that would come between it and the direct control of the schools. Despite public information campaigns, relatively few teachers fully understand the nature or the significance of NCTEPS or NCATE. Moreover, the teaching profession -- which might have been expected to vigorously support such an effort to secure uniformly high quality and conditions of reciprocity, simplifying movement from one place to another -- has taken little active interest in its defense.[41]

Quarrels over its structures, standards and processes have abounded through the years. However, in 1966 a new constitution was adopted, and the authority for continuing evaluation of standards and the development of new standards was lodged in the AACTE. There has been a somewhat increased movement of support of the objectives and the programs of this organization since that time, although some elements of the profession continue to regard the present membership role as skewed. The original

structure of the NCATE included equal representation of the three major interests - the practitioners in the lower schools, represented by the NEA; the preparing institutions, represented by the AACTE; and the state education agencies, represented by the CCSSO and the NASDTEC. Critics of the current (1970) structure point out that there exists an unbalanced ratio of power in the present representation which has elevated the preparing institutions to a commanding position. (The institutions now have 13 representatives, the practitioners their original 6, and the state legal authorities 2.) It will not be surprising to see these numbers challenged in view of the rising interest in self-governance and accountability within the teaching profession.

It may be, as Stinnett suggests, that the NCATE has achieved the basic goal for which it was established, that of placing a quality floor under institutional programs of teacher education. Without a doubt its work laid the foundation for reciprocity between states.

The Interstate Certification Project. Perhaps the most exciting recent developments in the area of reciprocity of teacher certification requirements resulted from the Interstate Certification Project, funded under Title V, Section 505, of the Elementary and Secondary Education Act, and administered by the state of New York. The project was designed to bring order on a national scale to the procedures for reciprocity by establishing a design (enabling legislation and contracts) which could be used independently by each state. Participating states could set up their own programs in two stages. The first stage would require enabling legislation for participation in the project. (To date 26 states have passed such enabling legislation and it is speculated that at least 10 more states will pass such legislation in the next session of their legislatures.)

The second stage would require the development of written agreements or contracts between states. Although there is a standard contract form used by all states participating in the Interstate Certification Project, each state enters into agreement with every other state on an individual basis, and may or may not sign contracts with all of the participating states. Each state's standards for certification are considered individually and evaluated in terms of the standards of the issuing state. (At the present time 17 states have implemented contracts or reciprocal agreements, and other states are expected to follow suite in the near future.)

Although there is no direct tie in with NCATE, there is a mutual respect between the two organizations, and the NCATE criteria are often used for reciprocity standards by Interstate participants. The almost phenomenal success and acceptance of the Interstate Certification Project is testimony itself of the need for its creation. It was, in fact, one of the few Title V, Section 505 projects which continued when those funds were reduced by the Green Amendment to Congress in 1968.

As with any project, however, the recommendations have not been met with acceptance by all the states. There are states and agencies who continue to rely more heavily on NCATE, believing that NCATE evaluations are more meaningful than those of the Interstate Certification Project because the NCATE evaluation teams are comprised of out-of-state people, with the exception of the representatives of the state education agency and possibly a teacher or administrator from within the state, whereas the Interstate plan is for the individual state to evaluate its own colleges with its own personnel and recommend to other states the institutions that they believe meet the standards for reciprocity.[43]

Without a doubt there is hope for the future in the area of reciprocity, whether these two agencies work together or independently, for their contributions have already been significant, and the possibilities of their future accomplishments are quite encouraging.

The Profession Comes of Age

Today's educators have begun to look upon teaching as something more than an occupation. Teachers have increasingly gained social freedom and the right to militantly and politically press their demands in an organized way. Without a doubt there has developed a significant national movement toward the recognition of teaching as a profession and indeed toward professional self-discipline for the teaching profession.

Certainly one of the more prominent emerging trends in education -- and in our society as a whole -- is the idea of accountability. Helen Bain, newly installed president of the National Education Association, recently pointed out that individuals and organizations throughout the country are demanding greater teacher accountability in order to improve education. She went on to observe:

> But it is pure myth that classroom teachers can ever be held accountable, with justice, under existing conditions. The classroom teacher has either two little

> control or no control over the factors which might render accountability either feasible or fair.
>
> Teachers constitute the greatest resource of educational expertise in this country. Yet they are often looked upon as hired hands,...I contend, therefore, that most, if not all, of the possibilities for educational improvement are directly related to self-governance for the teaching profession. Corrective measures should be taken immediately.[44]

According to Mrs. Bain, the profession should be given authority:

- To issue, suspend, revoke or reinstate the legal licensure of educational personnel;

- To establish and administer standards of professional practice and ethics for all educational personnel;

- To accredit teacher preparation institutions; and

- To govern in-service and continuing education for teachers.

One of the major priorities of the NEA for the 70's will be the achievement of self-governance for the teaching profession, she says, and a first concern will be the creation of professional practices boards in states where they do not exist. All of this calls for teachers to develop a sophisticated understanding of competence, ethics, due process, and the public welfare. It won't be easy, Mrs. Bain admits, "but teachers could be held accountable if this society were to see the wisdom of helping the profession devise its own self-governance."[45]

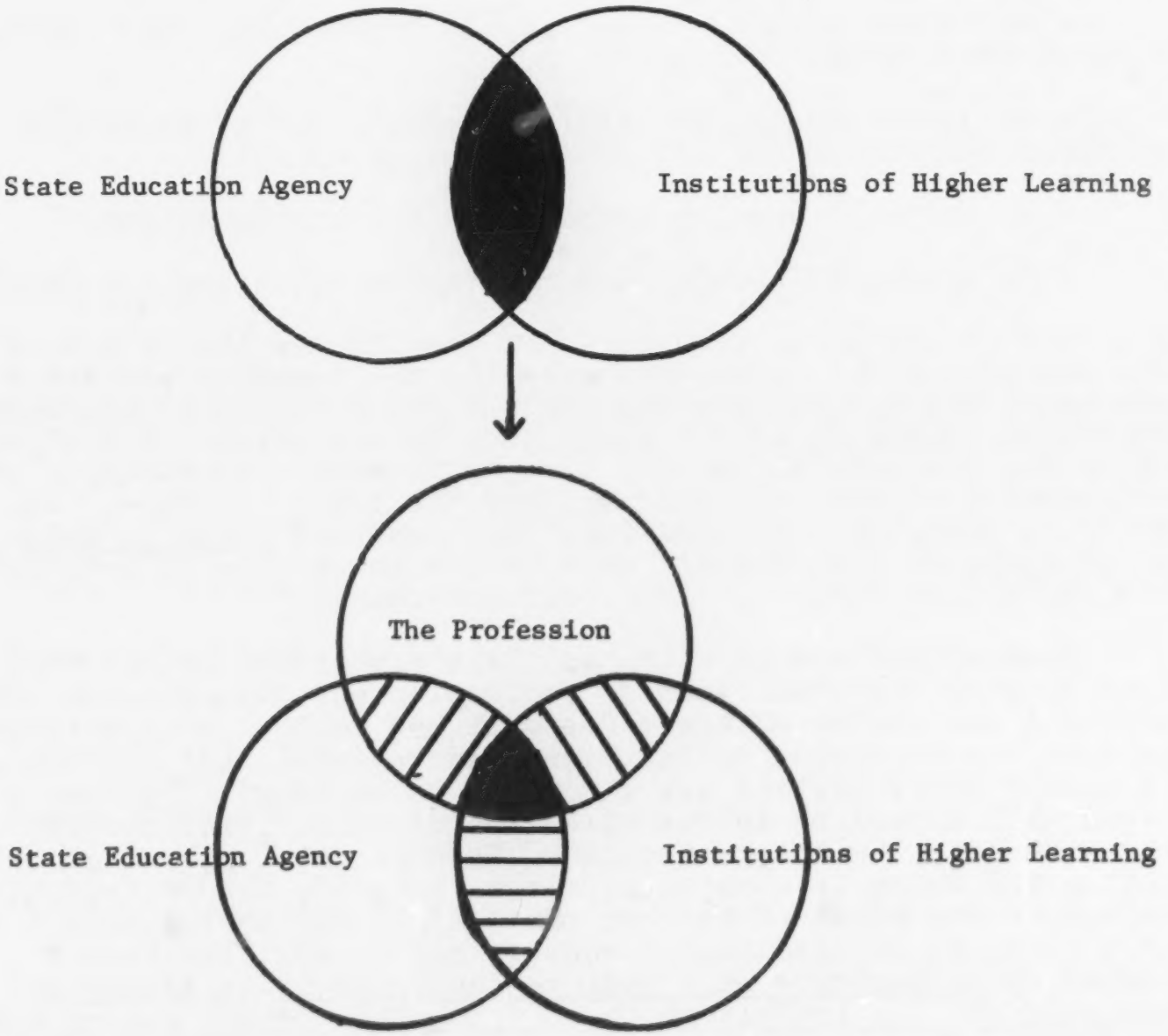
Whether one agrees with Mrs. Bain's position or not, the fact remains that the teaching profession and its representative agencies are coming of age. One only has to look at the front page of any newspaper to be poignantly reminded that the teachers in almost every section are demanding to be heard. Perhaps the trend will indeed be in the direction of more direct control of the profession by the profession. Perhaps not. Only time will tell. One thing is abundantly clear, however, for educational reform in the areas of teacher preparation and certification to take place in any meaningful context and to any significant degree, new, positive ways must be found for state education agencies and the profession to work together toward common goals.

* * * *

Section Three

IMPLICATIONS FOR NEW RELATIONSHIPS IN THE FUTURE

It seems apparent that the trend in teacher education and certification is no longer toward a simple dyad relationship between state education agencies and institutions of higher learning, but is instead a movement in the direction of a more balanced or triatic relationship among state education agencies, teacher training institutions and the profession as illustrated below:



The Significance of a Triadic Relationship

Traditionally, relationships in planning and effecting improvements in teacher preparation and certification have been a two way arrangement, with very little input from the profession. Even in those states that attempted to involve the profession in planning and regulatory activities, this relationship did not mature to any appreciable degree, with the result that the profession has remained until recent years in a somewhat isolated position in regard to policy and decision making in the areas of teacher training and certification.

All important developments -- the teacher advisory councils, professional practices commissions, performance-based criteria and flexible staffing, and the new directions in in-service education and certification outside existing approved programs -- have strong implications for the recognition of a new and incisive role for the profession and its organizational representatives.

If this trend is to be capitalized upon to any degree by all those concerned, there must be a much more sophisticated level of involvement and a better information linking system among all parties than now exist. An "agonizing reappraisal" on the part of each agency concerned is essential.

> The genius of the future will lie in the ability of the various institutions and agencies to move forward together under leadership that may come from different sources at different times as different problems are faced. On most problems, all will need to be working in some capacity.[46]

Personnel in state education agencies will have to accept the idea of a partnership among various institutions and agencies on matters relating to teacher education and certification as an acceptable and advantageous way of working.

The spark for significant changes in teacher education and certification is likely to come from any one of the several agencies within a state. Realistically, it would be impossible to designate any one of these as "the leaders" in all states. By the same token, effective strategy would make it inadvisable to attempt to create a single pattern of operation among the fifty states.[47]

The Importance of the Legislature

One major source of the educational community's power to effect change is their influence on the state legislature. Too often the role of the legislature is neglected in discussions of educational change - yet few other agencies have as much influence on the schools. A legislative mandate for school curriculum or standards has few competitors for the top of the list of actions that produce basic alterations in school operation.

While the legislature may not be the best place to establish detailed educational policy requirements, most new proposals for changes in educational policies must come before the legislature if for no other reason than to obtain funding. The magnitude of the strength and expertise of an effective working combination of the profession, university representatives, and state education personnel is staggering. It is somewhat surprising that educators have failed to utilize this source of power to any degree in the past; unfortunately there are more examples on record of in-fighting within the profession as a whole than of results of effective coalitions. Undoubtedly this area of influence has implications for new and more trenchant relationships for the future.

TEACHER CERTIFICATION: PRESENT AND FUTURE

Perhaps the most recent effort to bring together, on a national scale, leaders concerned with the areas of teacher education and certification in state education agencies, institutions of higher learning, professional organizations, and the U. S. Office of Education, was the Training Session for Leaders in Teacher Education and Certification held May 19-22, 1970, in Miami Beach. One of the results of that conference was a compilation of data by each participating team in terms of "Where We Are;" "Where We're Going;" "How Do We Get There;" "What Forces Are Helping;" and "What Forces Need to be Overcome."

Because these summaries seem representative of the broadest spectrum of those who are involved in decision-making and policy settings in these two areas, this writer has used an analysis of these several summaries, plus additional information related to those particular areas not covered in the report summaries, as a basis for drawing conclusions regarding the present existing conditions in teacher education and certification in the United States and the emerging trends and relationships.

Where We Are

Throughout the country there exists a great divergence of philosophies and standards regarding teacher education and certification. At one end of the spectrum there are the states which continue to be committed to the course-credit approach for certification, and in these states little freedom of movement away from the traditional programs of teacher education appears or, in fact is encouraged in the teacher training institutions. At the other extreme are states such as Washington and Florida that have very recently designed new state certification guidelines which encourage, and in some cases, insist upon performance criteria for teaching. In states where these approaches are being taken, the greatest degree of innovation has been found in teacher training programs.

Somewhat in the middle (and in the majority) are the states that are moving toward the approved program approach to accreditation and certification, allowing or encouraging, in most cases, creative approaches to teacher education within the training institutions while reassessments of the existing criteria for state certification and reciprocity are being made.

It is this writer's opinion that there is without doubt a vigorous and searching interest in the areas of teacher education and certification at this time. There are, in fact, numerous investigations currently being carried on in these two areas throughout the nation. To imply that the same conclusions are being reached by all of those who are involved, however, would by no means be correct.

Where We Are Going and How We Get There

The recent trends in teacher education and certification appear to be moving away from the Bulletin 351 directions of the 50's, (U.S.O.E. Proposed Standards for State Approval of Teacher Education, Revised, 1968) -- which was somewhat prescriptive and unit oriented -- toward the acceptance of performance based standards for teacher preparation and eventually teacher certification. There are still states that rely heavily on the Bulletin 351 approach, however, and these advocates look forward to a revision of the Bulletin 351 criteria in the near future.

One thing is certain: the past decade has seen the emergence of a trend toward participatory decision making on the part of teacher education institutions and members of the profession generally -- the approved program approach, cooperation and

planning across institutional lines, teacher advisory councils, professional practices commissions and professional standards boards, and an increased interest in relevant and meaningful teacher learning experiences both in pre-service and in-service education programs. The trend toward quality in education is expected to continue and gain momentum as educators strive toward professionalism through accountability. Sharing must become a trademark of the profession, not only in the relationships of ideas among members of the state education agencies, institutions of higher learning, and members of the profession within their own cities and states, but also across state lines and beyond established boundaries.

The education profession must find better ways of preparing and utilizing its human resources. Focusing attention on innovations without recognizing the impact they will have upon professional personnel and their changing roles will not be adequate to meet the demands for quality education for the future.

In most areas of the country the teacher shortage which has plagued the nation for so many years is apparently over. It is anticipated that this changed situation will encourage a more selective recruitment, selection and retention of teachers, and will remove much of the pressure on colleges for volume production -- and permit concentration on quality factors related to pre-service and continuing education.

The Texas Conference of the AACTE

A development to watch in the near future is the American Association of Colleges for Teacher Education's new project on performance-based teacher education which is being launched in conjunction with a major state effort by the Texas Education Agency and funded by the Bureau of Educational Personnel Development of the USOE. In this project, AACTE proposes to collect and disseminate information about and to give direction to the many and diverse efforts focused on performance-based teacher education that are being undertaken by state departments of education, colleges and universities, and other agencies. The project will serve as a clearinghouse for information about such efforts and provide training opportunities for interested personnel. In addition it will make in depth studies of selected centers and publicize promising practices, periodically developing and disseminating tentative conclusions about the state of the art. Phase I of the project is scheduled from July, 1970 through August, 1971, with a possibility of extension for three additional years. The first meeting of the Committee on Performance-Based Teacher Education was held in September, 1970, in Austin, Texas.

The results of this project are expected to have direction-setting influence on the focus and trends in teacher education and certification throughout the country in the months and years to come.

* * * *

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Appendix A

Introduction to Inquiry of Identified Concerns*

A follow up was made of the areas of concern identified at the Training Session for Leaders in Teacher Education and Certification held May 19-22, 1970, at Miami Beach, Florida. All participants were requested to evaluate the conference in several general areas.

As part of this study the following question was asked of each participant in the conference:

> (1) Please list two or three specific ways in which you feel that working relationships between teacher-training institutions and state education agencies may be improved with respect to preparing teachers for certification. Please indicate if your state has documented the effectiveness of these methods.

A compilation of these remarks was made and an inquiry form of 25 statements was designed to include each area of concern or suggestion for improvement or change identified by the participants' comments. This inquiry form was mailed to each of the participants in the conference in the hope that trends in the areas of teacher education and certification and the relationships between state education agencies and institutions of higher learning could be identified by such a reaction poll. A total of 146 instruments were mailed, and 97 instruments had been returned at the point of tabulation.

While it was realized that many of the statements were very general in nature or suggestive of implications, it was felt that their inclusion was defensible in that they were direct reflections of comments made by participants at the conference, and that a total reaction to these statements might reveal general tendencies in one direction or another. This was in fact true in many cases, however the written comments on the inquiry forms contributed significantly to the general conclusion drawn by the investigator, although they are not reflected in the numerical evaluation.

Participants in the conference were organized into teams. Eleven of those teams represented individual states and were made up of personnel by and large from state education agencies

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*Training Session for Leaders in Teacher Education and Certification, Miami Beach, Florida.

universities, and the teaching profession. Every major geographic section of the country was represented. Also represented were teams from the various national professional organizations and associations concerned with teacher preparation and certification as well as the U. S. Office of Education.

Appendix B

Inquiry of Identified Concerns

Collapsed Favorable and Unfavorable Responses

Items	Favorable	No Opinion	Unfavorable
1. Persons who teach in teacher training institutions need to have experience in public school teaching.	85	4	7
2. The state education agency seldom involves teacher training institutions in preparing certification requirements.	16	19	59
3. There is a need to provide a balance of involvement between the profession, state education agency and the training institution in the teacher education program.	92	1	3
4. The colleges and the public schools, as well as the state education agency, should be involved in the certification process.	90	4	4
5. The state education agency and teacher training institutions work closely with the profession in setting up approved certification guidelines.	63	8	26
6. Teaching certificates should be granted on a probationary basis and a permanent license after two years of successful teaching.	57	3	36
7. The organized teaching profession has little or nothing to say about the qualifications of those who enter the profession.	51	1	45
8. Financial support for additional time and facilities for the certification process is needed.	76	12	9

Items	Favorable	No Opinion	Unfavorable
9. More state and/or national work conferences on certification are needed.	82	10	3
10. More advisory groups are needed to involve the teacher training institutions and the state education agency with the public and the profession.	60	18	17
11. Continuous in-service programs for updating teacher skills and competencies for which certification can be granted would be preferable to the current college credit requirements.	73	17	7
12. State agencies should accept performance evaluation provided by teacher education institutions.	71	8	17
13. Once a state education agency has endorsed a teacher training institution as competent, the responsibility for certification should be assumed by the institution.	48	9	39
14. If certification were an institutional responsibility the state education agency should retain the right to re-evaluate the institution.	94	3	2
15. Specific performance objectives should be established jointly by state education agencies and teacher education institutions.	74	4	13
16. More feedback from classroom teachers to teacher training programs is needed.	97	0	0

Items	Favorable	No Opinion	Unfavorable
17. The state education agency should serve as only one of a series of check points in the certification process rather than the exclusive grantor.	77	8	13
18. An external monitoring system outside the present structure should be established to assure consistency in teacher education programs.	44	27	25
19. The state education agency should be viewed only as a linking agent between public school and teacher training institutions in the preparation and certification process.	33	6	52
20. Joint employment of personnel by state education agencies and teacher training institutions should be established.	41	31	23
21. The state education agency role in certification should be more service-oriented than supervisory in nature.	39	16	25
22. Certification should be based on demonstrated instructional skills and not on "units" for a given number of courses.	91	2	3
23. Revisions in certification procedures and requirements should be initiated by the profession.	76	7	14
24. The certification of teachers by a state education agency should be viewed by the local education agency and the profession as a way to guarantee minimum quality in the teaching ranks.	81	4	11
25. The opportunity to experiment with certification should be provided.	96	1	0

Appendix C

Analysis of Responses

To begin the analysis, the mean response was computed for each of the 26 items contained in the instrument. A weight of 5 was assigned to the "strongly agree" category, 4 to the "agree" category, and so on to a weight of 1 for the "strongly disagree" category. The number of responses in each category was multiplied by the weight for that category, and the sum of the resulting products was divided by the total number of responses to the item. The modal (most frequently occurring) response was also tabulated for the analysis.

The mean responses must be interpreted in light of the distribution of responses across the categories. Although most ot the items tended to "pile up" responses in the "strongly agree" (SA) and the "agree" (A) categories, several items showed markedly bi-polar responses. These items indicate areas in which there is considerable difference of opinion. Items 6, 7, 13, 18, 19, 20 and 21 demonstrate this characteristic. To a lesser extent, items 5, 12, and 15 may be considered to show this difference of opinion, since they contain substantially more response in the "strongly disagree" (SD) and "disagree" (D) areas than in the "no opinion" (NO) area.

As indicated above, most of the items elicited favorable (SA or A) responses, since 12 items show a mean response greater than 4, and 5 additional item means are greater than 3.5. Only 1 item (item 18) had a modal response of 3 (NO). Collapsing the favorable responses into a single column, and the unfavorable responses into a single column, it is shown that 20 items were marked SA or A by a majority of respondents while only 2 items were marked SD or D by a majority.

Items 2 and 19, the only items with a preponderance of negative response, both relate to SEA's. Since both of these items are worded negatively, this may reflect satisfaction with the role of the SEA in the certification process; it may also reflect an abundance of SEA staff among the respondents. However, items 8, 14, 17 and 24 are positively worded statements about SEA's, and these items all have a large positive response.

Items showing little or no negative response (i.e., 3, 4, 16, 22, and 25) appear to contain statements of the "mother, home and country" type -- disagreement with these items is contrary to prevailing philosophy. To a certain extent, other items on the instrument beg for agreement.

It should also be noted that the items showing a bi-polar response, mentioned above, contain many references to teacher education institutions. The relatively large negative response to items 12, 13, 15, 18, 19 and 20 may reflect a reaction to these institutions.

The comments of the respondents give some clues as to why some extreme responses were given, largely in contradiction to prevailing views. It is difficult to interpret these comments without knowing how other items were responded to by the commenter. However, it appears that the comments reflect differing feelings among groups (e.g., teachers, college personnel, association personnel) with respect to "controversial" areas such as "Who shall control certification?"

No trends in acceptance or rejection of performance-based teacher certification are immediately obvious from the responses to the questionnaire. However, certain implications for certification practices and modifications thereto can be drawn from the comments and responses received. Many of these implications are tenuous at best, and require more investigation for validation. However, it is believed that they represent areas which must be considered in making changes, or experimenting with changes, in the certification process.

1. Representatives of the profession (teachers and agents of professional organizations) insist that the profession should be the deciding agency in certification or licensure. There is little concern about who physically issues the certificate.

2. There is little support for teacher education institutions to take over the certification process. (In fact, there appeared to be little support for teacher education institutions except from those institutions!)

3. In general, the role of SEA's as the grantors of certificates appears to be accepted, although the profession desires greater involvement as indicated in 1 above. An apparent contradiction appears in items 17 and 19, in which most respondents agreed that the SEA should serve as a "check point" in the process, although they did not agree that the SEA should be only a "linking agent."

4. The high level of agreement on items 11, 16, 22, and 25 indicates a willingness to examine current procedures critically, and to experiment with new procedures. However, specific changes named in other items did not enjoy such a level of agreement (see items 6 and 18, and to a certain degree, item 15).

The group which responded to this instrument probably is not a random representative sample of persons involved in all areas of certification. On the basis of the responses, however, it was felt that the group generally demonstrated a conservative approach to certification problems, with a willingness to consider alternative approaches. While the individual comments are probably biased (certainly to the extent that only those persons who will comment are included), they reveal a concern for improving certification and licensing procedures. Those who seek change seek it through appropriate channels, although there is a hint that they are pessimistic about whether the channels will function. Performance-based certification does not appear to be the issue as much as the development of meaningful criteria upon which any kind of certification is based, or as much as the control of the process (which may in itself imply meaningful criteria).

EPILOGUE

As this document goes into publication, changes within the existing teacher education and certification programs are being planned in more than one-half of the state education agencies in the nation. A substantial number of groups and agencies throughout the country are currently involved in planning new programs and approaches to teacher preparation and certification. Much of the information in this document therefore is somewhat transitory in nature, and revisions of the state of the art in teacher preparation and certification are planned for the future.

END